

**Permitting & Assistance Branch Staff Report**  
Revised Solid Waste Facilities Permit for  
Lancaster Landfill and Recycling Center  
SWIS No. 19-AA-0050  
January 29, 2013

**Background Information, Analysis, and Findings**

This report was developed in response to the Los Angeles County, Department of Public Health, Solid Waste Management Program's (LEA) request for the Department of Resources Recycling and Recovery (Department) concurrence on the issuance of a proposed revised Solid Waste Facilities Permit (SWFP) for Lancaster Landfill and Recycling Center, SWIS No. 19-AA-0050, located in Los Angeles County and owned and operated by Waste Management of California, Incorporated. A copy of the proposed permit is attached. This report contains Permitting & Assistance Branch staff's analysis, findings, and recommendations.

The proposed permit was initially received on December 28, 2012. A new proposed permit was received on January 16, 2013. Action must be taken on this permit no later than March 17, 2013. If no action is taken by March 17, 2013, the Department will be deemed to have concurred with the issuance of the proposed revised SWFP.

**Proposed Changes**

The following changes to the first page of the permit are being proposed:

	Current SWFP (2005)	Proposed SWFP
Permitted Area (acres)	Total – 276 Disposal – 209	Total – 276 Disposal – 210.3
Permitted Daily Throughput (tons per day)	Non hazardous Refuse – 1,700 tpd Sludge – 10 tpd	Permitted Maximum Tonnage – 5,100 tpd Municipal Solid Waste – 3,000 tpd Beneficial Use Materials – 2,100 tpd
Remaining Capacity (cubic yards)	22,645,000	Design Capacity – 27.7 million
Estimated Closure Date	2012	July 2025 (at 3,000 tpd) or March 2044 (at 1,223 tpd)

Other changes include:

1. Update to the Monitoring and Reporting Program for a revised groundwater monitoring frequency; and
2. Update the LEA permit conditions.

**Key Issues**

The proposed permit will allow for the following:

1. Correction of the total permitted refuse footprint from 209 acres to 210.3 acres due to refinement of the measurement of the unlined portion of the landfill refuse footprint;

2. Increase in daily tonnage acceptance from 1,700 tpd to 3,000 tpd of municipal solid waste (MSW) for disposal;
3. The daily MSW tonnage of 3,000 tons per day to include a maximum of 10 tons per day of sludge material; and,
4. The maximum of permitted daily tonnage is 5,100 tons per day.

### **Background**

Lancaster Landfill and Recycling Center is located at 600 East Avenue F, in Lancaster. The site was first owned and operated by the Lancaster Dump Corporation from 1954 to 1965 and Universal Refuse from 1965 to 1973. Waste Management of California, Incorporated acquired the site and has operated the site since 1973.

### **Findings**

Staff recommends concurrence in the issuance of the proposed revised SWFP. All of the submittals and findings required by Title 27 of the California Code of Regulations (27 CCR), Section 21685, have been provided and made. Staff has determined that the California Environmental Quality Act (CEQA) requirements have been met to support concurrence. The findings that are required to be made by the Department when reaching a determination are summarized in the following table. The documents on which staff's findings are based have been provided to the Branch Chief with this Staff Report and are permanently maintained by the Waste Permitting, Compliance and Mitigation Division.

27 CCR Sections	Findings	
21685(b)(1) LEA Certified Complete and Correct Report of Facility Information	The LEA provided the required certification in their permit submittal letter dated December 24, 2012, which was received by the Department on December 28, 2012.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21685(b)(2) LEA Five Year Permit Review	A Permit Review Report was prepared by the LEA on August 18, 2011. The LEA provided a copy to the Department as part of their permit submittal package received on December 28, 2012.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21685(b)(3) Solid Waste Facility Permit	Staff received a proposed Solid Waste Facilities Permit on January 16, 2013.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21685 (b)(4)(A) Consistency with Public Resources Code 50001	The LEA in their permit submittal package received on December 28, 2012, provided a finding that the facility is consistent with PRC 50001. Waste Evaluation & Enforcement Branch (WEEB) staff in the Jurisdiction Product & Compliance Unit found the facility is identified in the Countywide Siting Element and with the Countywide Integrated Waste Management Plan, as described in the memorandum dated December 27, 2012.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable

27 CCR Sections	Findings	
21685 (b)(5) Preliminary or Final Closure/ Postclosure Maintenance Plans Consistency with State Minimum Standards	Engineering Support Branch staff in the Closure and Facility Engineering Unit found the Preliminary Closure/Postclosure Maintenance Plan is consistent with State Minimum Standards as described in their memorandums dated November 15, 2012.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21685(b)(6) Known or Reasonably Foreseeable Corrective Action Cost Estimate	The Engineering Support Branch staff in the Closure and Facility Engineering Unit found the written estimate to cover the cost of known or reasonably foreseeable corrective action activities is approved as described in their memorandum dated November 26, 2012.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21685 (b)(7)(A) Financial Assurances Documentation Compliance	Permitting and Assistance Branch staff in the Financial Assurances Unit found the Financial Assurances documentation in compliance as described in the memorandum dated November 14, 2012.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21685 (b)(7)(B) Operating Liability Compliance	Permitting and Assistance Branch staff in the Financial Assurances Unit found the Operating Liability in compliance as described in the memorandum dated November 14, 2012.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21685(b)(8) Operations Consistent with State Minimum Standards	WEEB staff in the Inspections and Enforcement Agency Compliance Unit found that the facility was in compliance with all operating and design requirements during an inspection conducted on January 29, 2013. See compliance history below for details.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21685(b)(9) LEA CEQA Finding	The LEA provided a finding in their permit submittal package received on December 28, 2012, that the proposed permit is consistent with and supported by the existing CEQA documentation. See CEQA information below for details.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
21650(g)(5) Public Notice and/or Meeting, Comments	A Public Informational Meeting was held by the LEA on November 28, 2012. No written comments were received by LEA or Department staff. Oral comments were addressed by LEA staff. See Public Comments section below for details.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable
CEQA Determination to Support Responsible Agency's Findings	The Department is a responsible agency under CEQA with respect to this project. Permitting and Assistance Branch staff has determined that the CEQA record can be used to support the Branch Chief's action on the proposed revised SWFP.	<input checked="" type="checkbox"/> Acceptable <input type="checkbox"/> Unacceptable

**Compliance History:**

WEEB staff in the Inspections and Enforcement Agency Compliance Unit conducted a pre-permit inspection on January 29, 2013, and found the facility to be in compliance with applicable state minimum standards and permit conditions.

Below are the details of the landfill's compliance history based on the LEA's monthly inspection reports during the last five years:

- 2012 – Two violations of 27 CCR Section 20700 – Intermediate Cover; one violation of 27 CCR Section 20615 – Supervision, one violation of 27 CCR Section 20680 – Daily Cover, and one violation of 27 CCR Section 20750 – Site Maintenance.
- 2008-2011 – No violations noted.

All violations were corrected to the satisfaction of the LEA.

**Environmental Analysis:**

Under CEQA, the Department must consider, and avoid or substantially lessen where possible, any potentially significant environmental impacts of the proposed SWFP before the Department concurs on it. In this case, the Department is a Responsible Agency under CEQA and must utilize the environmental document prepared by the Los Angeles County, Department of Regional Planning, acting as Lead Agency, absent changes in the project or the circumstances under which it will be carried out that justify the preparation of additional environmental documents and absent significant new information about the project, its impacts, and mitigation measures imposed on it.

A Draft Supplemental Environmental Impact Report, SCH# 1993101036, was circulated for public review from December 26, 2006 to February 8, 2007, and from December 12, 2008 to February 4, 2009. The Final Supplemental Environmental Impact Report identified significant and unavoidable impacts to Air Quality. The Lead Agency certified the Final Supplemental Environmental Impact Report and adopted the Mitigation Monitoring Program and a Statement of Overriding Considerations on December 14, 2011.

The Lead Agency determined that the project benefits outweigh the adverse environmental impacts. The benefits from the project, as described in the Statement of Overriding Considerations, will include:

1. Provide additional capacity to the Countywide Disposal System at the Lancaster Landfill and Recycling Center and reflect consistency with the 2009 Annual Report – County of Los Angeles Countywide Integrated Waste Management Plan, which concluded that the County's existing landfills and infrastructure are insufficient to meet future disposal needs for the next 15 years, and which assumed...that the site would be approved at 3,000 tons per day.
2. Provides for increased diversion of recyclable and beneficial use materials.
3. Provides for ongoing fees for local road improvements.

4. Yields economies of scale by helping incremental operational costs and maintains low disposal rates.
5. Helps maintain Waste Management's ability to support community Programs and events, including free dump days.
6. Helps offset Antelope Valley Environmental Collection center operating costs.
7. Increases County revenues to benefit County programs in the Antelope Valley.
8. Incorporates the enforcement of tarping requirements for all loads entering the site.
9. Extends existing Conditional Use Permit past the current 2012 expiration, allowing for the continuation of landfill capacity to serve the Antelope Valley and region at competitive rates.

Because all of the project's impacts cannot be avoided or substantially reduced, before concurring on the issuance of the proposed permit, the Department must adopt a Statement of Overriding Considerations that indicates its reasons for overriding the adverse environmental effects caused by the proposed project. It is Department staff's recommendation that the Department adopt as its own the Statement of Overriding Considerations as adopted by the Lead Agency to the extent the unavoidable significant environmental effects of the project identified in the Statement of Overriding Considerations relate to environmental effects caused by the Department's exercise of its statutory authority.

Department staff further recommends the Final Supplemental Environmental Impact Report, with all other CEQA documents adopted by the Lead Agency, and with the inclusion of the Statement of Overriding Considerations, is adequate for the Branch Chief's environmental evaluation of the proposed project for those project activities which are within the Department's expertise and/or powers, or which are required to be carried out or approved by the Department.

The LEA has provided a finding that the proposed revised SWFP is consistent with and supported by the cited environmental document.

Staff recommends that the Department, acting as a Responsible Agency under CEQA, utilize the Final Subsequent Environmental Impact Report as prepared by the Lead Agency in that there are no grounds under CEQA for the Department to prepare a subsequent or supplemental environmental document or assume the role of Lead Agency for its consideration of the proposed revised SWFP.

The administrative record for the decision to be made by the Department includes the administrative record before the LEA, the proposed revised SWFP and all of its components and supporting documentation, this staff report, the Final Supplemental Environmental Impact Report adopted by the Lead Agency, and other documents and materials utilized by the Department in reaching its decision on concurrence in, or objection to, the proposed revised SWFP. The custodian of the Department's administrative record is Dona Sturgess, Legal Office,

Department of Resources Recycling and Recovery, P.O. Box 4025, Sacramento, CA 95812-4025.

**Public Comments:**

The project document availability, hearings, and associated meetings were noticed consistent with the SWFP requirements. The LEA held a public informational meeting on November 28, 2012, at Jane Reynolds Park at 716 West Oldfield, Lancaster, CA. Seven individuals, including three member of the public, were in attendance. During the informational meeting, a public member asked for clarification regarding the truck routes and questioned if there was potential for truck traffic through their neighborhood. The applicant explained the truck routes to/from the landfill. No written comments were received by LEA or Department staff.

The Department staff provided an opportunity for public comment during the CalRecycle Monthly Public Meeting on January 15, 2013.